



City of Tigard Comprehensive Plan

Public Facilities and Services Policy Interest Team

**July 12, 2007
6:30 – 8:30 pm**

Agenda for Meeting #1

6:30 – 6:40	Welcome Meeting Objectives Introductions Roles and Responsibilities	Darren Wyss All
6:40 – 6:55	Comprehensive Planning Overview <ul style="list-style-type: none"> - schedule - role of interest teams - goals/policies/action items 	Darren Wyss
6:55 – 8:05	Overview of Draft Building Blocks Discussion: <ul style="list-style-type: none"> - additions - changes - deletions 	Darren Wyss All
8:05 – 8:20	Evaluation Exercise and Discussion	All
8:20 – 8:25	Overview of Next Meeting Agenda: Review and refine draft policy statements	Darren Wyss
8:25 – 8:30	Closing Comments Adjourn	Darren Wyss



Policy Interest Team Roles and Responsibilities

May 22, 2007

Thank you for volunteering to help the City of Tigard define important aspects of our draft Comprehensive Plan policies. When adopted, the Comprehensive Plan will guide our community's planning, actions and investments over the next 20 years. The Comprehensive Plan sets policy direction for the City and should reflect the community's values.

As you will see by our agenda, we have a lot to cover in the meetings we have scheduled. The meetings will be facilitated by City staff. We are eager to hear from all of you. Through the course of our work, please adhere to the following:

- ◆ Attend all meetings. If you are unable to attend, send your comments to staff in advance of the meeting.
- ◆ Review material provided in advance of the meeting.
- ◆ Ask questions for information or clarification, not to challenge or intimidate.
- ◆ Consider all opinions as valid and worthy of respect.
- ◆ Be willing to learn, compromise and/or negotiate.
- ◆ Aim for a consensus that is fair and in the best interest of the community.



City of Tigard Comprehensive Plan

Resource Document A of the *Tigard 2007* resource report provided a summary of community surveys and work completed by Tigard Beyond Tomorrow. The summary outlined a number of key issues and values that the community has identified and it forms a solid foundation for updating the City's Comprehensive Plan. Below is a list of community issues and values developed from Resource Document A (which can be found in its entirety at www.tigard-or.gov/2027). Please review the list as it will provide important background information when discussing goals, policies, and action measures.

COMMUNITY VALUES

The citizens of Tigard value the location of the community and the ease of access to travel options.

The citizens of Tigard value the safe and quiet residential atmosphere of the community and the character of their neighborhoods.

The citizens of Tigard value trees and natural resources and feel that protecting these resources will benefit the community.

The citizens of Tigard value the public services that are provided to the community, particularly the library, parks, senior center, and police.

The citizens of Tigard value pedestrian and bicycle paths in the community and support the development of a well connected network.

The citizens of Tigard value access to neighborhood parks and open space within a half mile from their home.

The citizens of Tigard value access to bus service in the community.

The citizens of Tigard value the community's downtown core and support investment to make improvements.

The citizens of Tigard value and understand their responsibility to participate as members of the community.

The citizens of Tigard value access to educational opportunities for citizens of all ages.

The citizens of Tigard value small and local businesses that contribute to a healthy economy.

COMMUNITY ISSUES

The citizens of Tigard have identified traffic congestion as the top concern in the community.

The citizens of Tigard are concerned about the maintenance of community streets.

The citizens of Tigard are concerned about preserving community livability by minimizing neighborhood traffic.

The citizens of Tigard are concerned about population increases and the impact upon the community.

The citizens of Tigard are concerned about growth and development in the community and the compatibility between new and existing development.

The citizens of Tigard are concerned with the community's appearance, particularly the downtown.

The citizens of Tigard are concerned that the community's downtown is not living up to its potential.

The citizens of Tigard are concerned about the impact of growth on the community's natural resources.

The citizens of Tigard are concerned about the future of public services, which includes safety, schools and infrastructure.

The citizens of Tigard are concerned about the lack of a recreation program and the number of parks in the community.



City of Tigard Comprehensive Plan

The *Tigard 2007* resource report establishes the factual basis that will be used, in conjunction with the community issues and values, to develop Comprehensive Plan goals, policies, and action measures. Below are the key findings from the Public Facilities and Services chapter of the document (which can be found in its entirety at www.tigard-or.gov/2027). Please review the key findings as they will provide important background information when discussing goals, policies, and action measures.

KEY FINDINGS – PUBLIC INFRASTRUCTURE

- The expansion and maintenance of stormwater, wastewater, and drinking water infrastructure are important factors affecting growth and development.
- Objectives of the stormwater system are the protection of water quality and flood control and are addressed through the CWS Stormwater Management Plan and the Fanno Creek Watershed Management Plan.
- The City coordinates the expansion, operation, and maintenance of stormwater and wastewater infrastructure through an IGA with CWS as a “self-service provider.”
- The City has adopted and is implementing the CWS Design and Construction Standards.
- Impervious surfaces, undersized bridges and culverts, and inadequate infrastructure contribute to localized flooding.
- Voluntary habitat friendly development provisions have been adopted that have the ability to reduce stormwater impacts.
- Stormwater and wastewater infrastructure is funded from system development charges, service fees, and private developments.
- CWS owns and maintains sewer lines with a diameter of 24 inches or greater, while the City owns and maintains lines less than 24 inches.
- The CWS Collection System Master Plan Update (2000) is the current plan for wastewater collection in the Tualatin Basin, which includes Tigard, and found that existing lines within the City of Tigard have adequate capacity to accommodate anticipated growth.

- The Neighborhood Sewer Extension Program extends public infrastructure to unserved neighborhoods and has identified 17 neighborhoods to participate in the program.
- The Neighborhood Sewer Reimbursement District Incentive Program provides options for limiting the financial burden on property owners who participate in the Extension Program.
- City owned wastewater infrastructure must comply with the design and construction standards as part of the development review process.
- The Tigard Water Division and the TVWD both supply water to Tigard residents.
- The City of Tigard Water Division provides potable water to approximately 55,990 people through approximately 17,300 residential, commercial, and industrial service connections.
- The Intergovernmental Water Board provides oversight for the Tigard water system.
- The Water Distribution Hydraulic Study (2000) is the current master plan for the City water supply system.
- Tigard does not have a long-term water supply and must purchase nearly 90% of its water from wholesale water providers.
- Three feasibility studies are in progress and will help to provide direction for the City's long-term supply options.
- During periods of high water demand, the City can supplement its supply with water from City-owned aquifer storage and recovery (ASR) wells and native groundwater wells.
- The City has experienced a decrease in total and per capita consumption from 2001 to 2005 due to repairs made in water line leaks, rising costs, and the Water Division's Conservation Program.
- Future annual water demand could range from 2,732 to 3,229 million gallons.
- The City of Tigard Water System is set up as an enterprise fund, operating solely on revenue the Water System creates.

KEY FINDINGS – PUBLIC SAFETY

- The Tigard Police Department adheres to a community policing philosophy and provides police protection services, crime prevention programs, and information to the community.
- Growth and development will place increasing demands on the Police Department, which currently has an average response time that has increased over the last 5 years to 4 minutes, 30 seconds per call.
- WCCCA provides 911 services for the Police Department and TVFR through an IGA.

- Tigard Police has an IGA to provide services outside the city limits on occasion.
- The Police Department reviews land use applications and provides comments.
- Areas of high population density and commercial areas, particularly Washington Square Mall, place high demands on the Tigard Police Department.
- A new Strategic Plan for the Police Department is in the development process.
- TVFR provides fire protection services for the City through an IGA.
- Three TVFR stations serve City residents, with one station located within City boundaries.
- A new TVFR station is planned to be built at Walnut Street and 124th Avenue.
- The dependability of fire protection is based in part on the distribution and capacity of the City water supply.
- The City owns all fire hydrants within its boundaries.
- The community has an ISO fire insurance rating of 2, one of 15 in Oregon.
- TVFR is given the opportunity to review and provide comment on land use applications.
- One of the more important development issues relating to fire protection is the design and placement of new streets.
- Street widths must be adequate for fire equipment access and egress, which may conflict with development that is promoting a pedestrian-friendly environment through narrower streets.
- A connected street network can help provide better service by having multiple routes to access an incident and meet response time targets.
- TVFR is responsible for regulating the placement of fire hydrants during the land use process.
- Appropriate fire detection and suppression equipment installed at the time of development is cost-effective and invaluable in reducing the community's risk to fire.
- Providing a defensible space around structures located in areas at risk for wildfire is an additional precaution against fire that can be taken by community residents.

KEY FINDINGS – COMMUNITY FACILITIES

- Two public school districts serve the City of Tigard's school-age children: Tigard-Tualatin and Beaverton. The school district boundary dates back to 1910, prior to Tigard's incorporation.
- In both 1993 and 2006 city surveys, Tigard residents named schools, education or school funding as top issues for the community (ranking 6th and 4th, respectively).

- TTSD owns 23 properties (189 acres) in Tigard. The Beaverton School District does not own any property within Tigard.
- The City and TTSD hold a mutual interest in one another's facility planning. Future population and housing growth have a direct impact upon school capacity, future facility siting and expansion, and state land use goals require coordination on land use decisions. The City notifies the districts of land-use decisions impacting their direct service area.
- TTSD estimates slow steady growth: 4.6% rate by 2010, with no additional schools planned for City limits.
- Beaverton is experiencing rapid growth and is looking for land for a future school in the southwestern quadrant, which includes schools attended by Tigard residents.
- The Tigard Public Library is the only public library within the city limits. It is a new facility, completed in 2004, that was funded from a bond measure passed by the community in 2002.
- The new library has experienced increased usage (80% increase in visits from 1996 to 2006) since its completion, and as growth and development occur in the community, additional pressure will be put on the services offered.
- The library is valued as a community center for public meetings and other events.
- Although not all City departments are directly involved in land use planning, their provision of services is affected by growth and development. These impacts on government services must be considered during the land use application process, as well as additional facilities that would be needed to house them.
- City sustainability programs will be evaluated for inclusion in the Community Investment Program and may have an impact on future building renovations as it relates to the Tigard Community Development Code.
- Telecommunications, electricity, and natural gas service are provided to residents and business owners within the City of Tigard by private utilities. These private utilities enter into franchise agreements with the City as outlined in Chapter 15.06 of the Tigard Community Development Code and pay an annual right-of-way usage fee to the City.
- As growth and development occurs within the community, the City must ensure that private utility services are available and coordinate their extension during the development process.
- Uncoordinated utility installations in the public right-of-way may result in multiple street cuts and increased public costs to maintain curbs, gutters, streets, and sidewalks.
- The placement of utilities in the public right-of-way is regulated by the Tigard Community Development Code. New development is typically required to place utilities underground unless they are already in existence above ground, or where the action would not be feasible.

- Applicants for wireless telecommunication facilities are required to demonstrate that all other providers within the City were contacted to evaluate possible collocation efforts in order to try and minimize the visual impact upon the City.

Public Facilities and Services Policy Building Blocks

GOAL

Goal 11.1 Develop and maintain a stormwater system that protects development, water resources, and wildlife habitat.

POLICY BUILDING BLOCKS:

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
Stormwater produced from new developments must be properly planned for	<ul style="list-style-type: none">▪ CWS Stormwater Mngt Plan and Fanno Cr Watershed Mngt Plan are for protection of water quality and flood control.▪ New development must comply with CWS Design and Construction Standards that have been adopted by the City.▪ Current residents should not be required to subsidize new development.▪ The City must ensure all new development is in compliance with the Clean Water Act, OARs, and ORS.

Assembled Policy (example):

The City shall require that all new development:

- A. constructs the appropriate stormwater facilities or ensures construction by paying their fair share of the cost,
- B. complies with adopted plans and standards for stormwater management; and
- C. meets or exceeds regional, state, and federal standards for water quality and flood protection.

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
Clean Water Services holds the combined NPDES and MS4 permits for the Tualatin River Basin	<ul style="list-style-type: none">▪ CWS submits a Stormwater Mngt Plan to DEQ.▪ The 1997 Fanno Cr Mngt Plan directs drainage improvements and has been adopted by the City.▪ CWS Design and Construction Standards have been adopted by the City.▪ The City and CWS have an IGA outlining the work program for best management practices in the operation and maintenance of the system

Assembled Policy:

<u>Policy Principle (Cornerstone) :</u> The stormwater system is a mix of natural and piped systems.	<u>Other Building Blocks (actions and results)</u> <ul style="list-style-type: none">▪ All stormwater is eventually removed from the community via a stream or river.▪ Properly functioning riparian corridors and floodplains can help improve water quality and reduce stream bed scouring.▪ Open drainage ways provide wildlife habitat as well as aesthetic value to the community.▪ CWS Design and Construction Standards protect vegetated corridors (stream riparian areas).
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Assembled Policy:

<u>Policy Principle (Cornerstone) :</u> A number of development practices exist to reduce stormwater runoff.	<u>Other Building Blocks (actions and results)</u> <ul style="list-style-type: none">▪ The voluntary habitat friendly development practices adopted by Tigard seek to protect wildlife habitat and include a number of low impact development strategies to reduce stormwater runoff.▪ Green street concepts can help to reduce stormwater runoff through natural infiltration.▪ The reconstruction of Burnham and Main Streets will incorporate green street concepts.▪ Not all areas are conducive to all green street and low impact development practices because of topography, soil type, and land use intensity, but may benefit from certain treatments.
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Assembled Policy:

<u>Policy Principle (Cornerstone):</u> The maintenance and improvement of the stormwater system must be adequately funded to perform properly.	<u>Other Building Blocks (actions and results)</u> <ul style="list-style-type: none">▪ System development charges for new development can be used for capital projects identified in CWS plans.▪ Surface water management fees can be used for operations and maintenance of infrastructure.▪ High dollar capital projects identified in the CIP must have budgetary support to get completed.
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Assembled Policy:

Public Facilities and Services Policy Building Blocks

GOAL

Goal 11.2 Ensure a reliable, high quality water supply to meet the existing and future needs of the community.

POLICY BUILDING BLOCKS:

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
The City does not own a water source capable of meeting the current or future demand of its residents.	<ul style="list-style-type: none">▪ Three feasibility studies are in progress and will provide direction for long-term supply options.▪ Tigard Beyond Tomorrow identified “Equity position in a regional water system by 2007” as a goal.▪ Currently, the Tigard Water Service purchases nearly 90% of its supply.

Assembled Policy (example):

The City shall secure an interest in a long-term water supply to serve the Tigard Water Service Area.

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
The Tualatin Valley Water District supplies water to the northeast area of the City.	<ul style="list-style-type: none">▪ The TVWD has recently updated its Water Master Mngt Plan.▪ New development within the City served by TVWD must ensure adequate supply and pressure before land use approval.▪ The City has no role in the operation or management of TVWD.

Assembled Policy:

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
The Tigard Water Service is set up as an enterprise fund, operating solely on revenue the system creates.	<ul style="list-style-type: none">▪ System development charges for new development and connections.▪ Water consumption rates must be sufficient to recover costs of operation.

Assembled Policy:

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
System Development Charges ensure ratepayers are not subsidizing new connections.	<ul style="list-style-type: none">▪ New development and connections create additional supply, transmission, and storage needs.

Assembled Policy:

<u>Policy Principle (Cornerstone):</u>	<u>Other Building Blocks (actions and results)</u>
The Oregon Dept of Human Services and Water Resources Dept license water distribution systems.	<ul style="list-style-type: none">▪ Sanitary surveys are performed every three years and rate the operating conditions, staff credentials, and maintenance of the system.▪ Water quality standards have been developed and must be met.

Assembled Policy:

<u>Policy Principle (Cornerstone):</u>	<u>Other Building Blocks (actions and results)</u>
New development must ensure potable water is available.	<ul style="list-style-type: none">▪ Connections to a public water supply ensure high quality drinking water and protection of ASR wells.▪ New development should pay for the costs associated with hooking up to the system.▪ Adequate pressure must be available to meet consumption and fire protection needs.▪ Future expansion of the system must be planned during the development design phase.

Assembled Policy:

<u>Policy Principle (Cornerstone):</u>	<u>Other Building Blocks (actions and results)</u>
Water conservation can help keep operation and maintenance costs down.	<ul style="list-style-type: none">▪ The City has a Water Conservation Coordinator on staff to help educate the public.▪ Water supply is a finite resource that must be used wisely.▪ Ensuring no leaks in the system greatly impacts the amount of water purchased and used.

Assembled Policy:

<u>Policy Principle (Cornerstone):</u>	<u>Other Building Blocks (actions and results)</u>
ASR wells need protection from contamination.	<ul style="list-style-type: none">▪ The City has made a substantial investment in ASR wells.▪ Personal well drilling has the potential to disrupt ASR function and cause contamination.▪ The City must follow state law regarding the drilling of personal wells and should collaborate during the process of permitting and review.

Assembled Policy:

Public Facilities and Services Policy Building Blocks

GOAL

Goal 11.3 Develop and maintain a wastewater collection system that meets the existing and future needs of the community.

POLICY BUILDING BLOCKS:

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
Wastewater collection and disposal is important for the health, safety, and welfare of the community.	<ul style="list-style-type: none">▪ New development should connect to the system.▪ The community should not subsidize the expansion of the system for new development.▪ Wastewater plans have been developed by CWS to ensure proper functioning and capacity of the system.

Assembled Policy (example):

1. The City shall require that all new development:
 - A. connects to the public wastewater system and pays a connection fee,
 - B. constructs the appropriate wastewater infrastructure; and
 - C. complies with adopted plans and standards for wastewater management.

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
CWS holds the NPDES permit for the Tualatin Basin wastewater system.	<ul style="list-style-type: none">▪ The City cooperates in the planning of the system.▪ The City holds an IGA with CWS for operation and maintenance of the system▪ Good planning is essential to a well-functioning system.

Assembled Policy:

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
Septic systems can cause water quality problems if not functioning properly.	<ul style="list-style-type: none">▪ Septic systems are permitted by Washington County.▪ The City has a program that extends the wastewater system to unserved neighborhoods.▪ Connection to the wastewater system is beneficial to the health, welfare, and safety of the community.

Assembled Policy:

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
The City’s interest lies in providing services to its residents.	<ul style="list-style-type: none">▪ To be equitable, services should be paid for in fair share by everyone receiving them.

Assembled Policy:

<u>Policy Principle (Cornerstone):</u>	<u>Other Building Blocks (actions and results)</u>
Operation and maintenance is critical to the proper function of the system.	<ul style="list-style-type: none">▪ The City collects a service fee that is used to fund the operation and maintenance of the system.

Assembled Policy:

Public Facilities and Services Policy Building Blocks

GOAL

Goal 11.4 Ensure adequate public facilities to serve the health, safety, education, and leisure needs of all Tigard residents.

POLICY BUILDING BLOCKS:

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
The Community Investment Program outlines 5-year public needs and costs.	<ul style="list-style-type: none">▪ Allows for the organized planning of public facility and service expansion.▪ Provides a clear path to follow and allows the community to view where the budget is coming from and will be spent.▪ Creates orderly provision of public facilities and services.

Assembled Policy (example):

The City shall continue to develop and maintain a Community Investment Program to help provide for the orderly provision of public facilities and services.

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
As the community grows, so shall the public facilities and services.	<ul style="list-style-type: none">▪ Police, fire, schools, and municipal government must provide adequate service to meet the demand of the community.

Assembled Policy:

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
Public safety and health is important considerations in planning new development.	<ul style="list-style-type: none">▪ Police and fire services must have access and a safe environment to operate within.▪ There must be adequate service to serve the development.▪ Police and fire services should review all proposed development applications.▪ Fire services plan fire hydrant location and pressure.▪ Fire code requirements are inspected by City staff.

Assembled Policy:

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
Limited developable land is available for new facilities.	<ul style="list-style-type: none">▪ TVF&R and the school districts may have the need for new facilities within Tigard.▪ The City must cooperate in the planning for any new facilities to ensure they meet the needs of all.

Assembled Policy:

<u>Policy Principle (Cornerstone):</u> Library services have been identified as important to the community.	<u>Other Building Blocks (actions and results)</u> <ul style="list-style-type: none">▪ Adequate funding must be in place to provide necessary services to the community.▪ Appropriate facilities and locations are also very important.
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Assembled Policy:

<u>Policy Principle (Cornerstone):</u> School districts plan for projected enrollments based on housing and potential new development.	<u>Other Building Blocks (actions and results)</u> <ul style="list-style-type: none">▪ Coordination between the City and districts is important to ensure planning effort is consistent.▪ New development impacts school enrollment differently based on the type of development.
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Assembled Policy:

<u>Policy Principle (Cornerstone):</u> City services should be accessible and adequate to support the community.	<u>Other Building Blocks (actions and results)</u> <ul style="list-style-type: none">▪ Downtown Tigard is a central location to the community.▪ The DTIP plans for municipal services in the Downtown.▪ Municipal buildings and staff must be in place to serve the needs of the community.
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Assembled Policy:

<u>Policy Principle (Cornerstone):</u> Responding to emergencies is critical to the health and welfare of the community.	<u>Other Building Blocks (actions and results)</u> <ul style="list-style-type: none">▪ Planning for emergencies is part of a successful response to them.▪ Coordination and collaboration with neighboring jurisdictions and districts is important.▪ The City currently maintains an Emergency Operations Plan.
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Assembled Policy:

Public Facilities and Services Policy Building Blocks

GOAL

Goal 11.5 Ensure private utilities provide the needed energy and communication services for the community.

POLICY BUILDING BLOCKS:

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
Private utilities provide energy and communication services through franchise agreements.	<ul style="list-style-type: none">▪ New development must be served by energy and communication services and is responsible for coordinating their availability.▪ Above ground wires are not aesthetically pleasing to most of the community and placing the lines underground is an easier process during development.▪ Easements are sometimes necessary to ensure access for the maintenance of the utilities.

Assembled Policy (example):

The City shall require that all new development:

- A. secures the required energy and communication utilities,
- B. places new utilities underground, when feasible; and
- C. provides necessary easements for energy and communication services.

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
Many existing utilities are located above ground and are unsightly.	<ul style="list-style-type: none">▪ During redevelopment or during road construction, the opportunity arises to underground utilities.▪ It is not always feasible to re-route utilities underground.

Assembled Policy:

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
Coordinated expansion of utilities helps avoid conflicts in the right-of-way.	<ul style="list-style-type: none">▪ Current and planned infrastructure must be efficiently developed and maintained.▪ Multiple street cuts increase public costs.

Assembled Policy:

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
Wireless communication towers have a visual impact upon the community.	<ul style="list-style-type: none">▪ Collocation of wireless communication services can reduce the impact of towers.▪ Collocation can also reduce costs to the service providers.

Assembled Policy: